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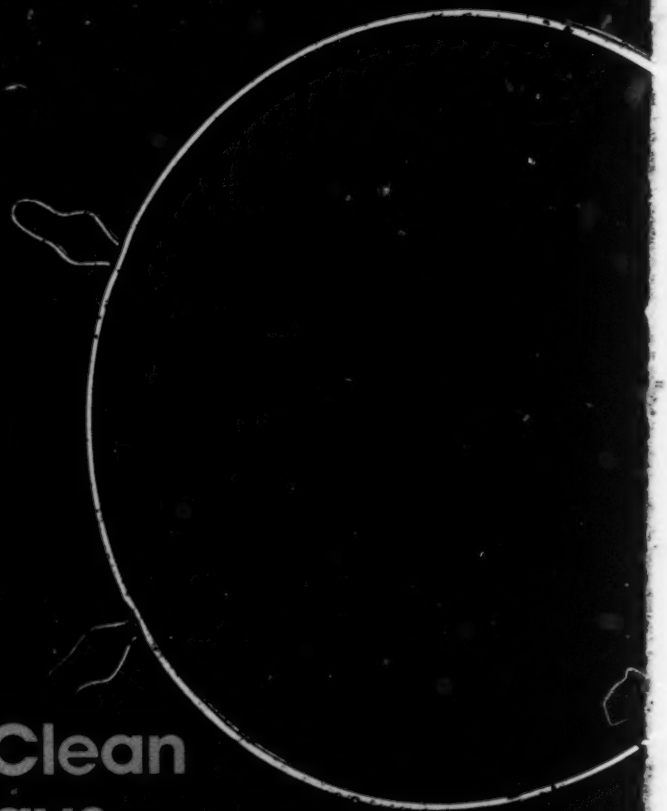

Straining To Clean Our Waterways

AMERICAN CITY & COUNTY®

October 1988 Vol. 103, No. 10

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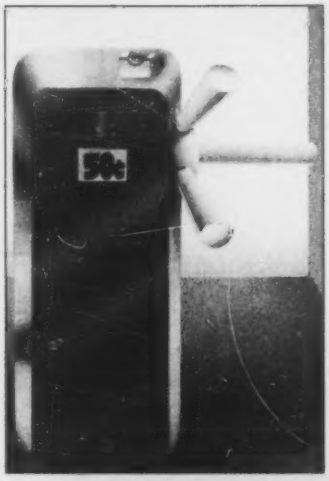
Cover photography by Terri Teague & Associates, Atlanta



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A New Image

A session on housing draws 29. A workshop on solid waste, about 60. Nine people show up for a meeting about the war on drugs. But at the same conference for government officials — the 53rd annual National Association of Counties (NACo) Conference — hundreds pack in to hear career consultant Mona Moon talk about image projection and power communication skills.

It was extraordinary.

People filled every chair, stood along every wall, sat on the floor, jammed the aisles and overflowed out into the lobby to hear Moon talk about how winners focus on what they want to happen, while losers focus on what they fear will happen. Such things as how to dress to look powerful, how to use body language to project a power image, how to establish a powerful presence, how to enhance your style at meetings and how to communicate with impact.

Nancy Bartlit, chairwoman of the Los Alamos County Council, who moderated two Moon workshops, counted 350 at each session. The workshops were sponsored by Women in NACo, but about as many men attended as women.

What was going on? Why were these county officials passing up meetings on annexation and government finance to get tips on "lightweight mannerisms" (excessive apologies, smiling too much, using a whispery voice) vs. "powerful impressions that build rapport and authority," such as using "I" statements, direct eye contact, a firm handshake?

"The time is right" is how Bartlit explains it. "We're all looking and reaching for better ways to be effective." She wasn't surprised by the turnout at the August meeting; the same thing had happened in March when Moon spoke to the Western Interstate Regional Conference of NACo officials.

Bartlit says many people in county government have never had formal training in communication skills and leadership, particularly women who often run for office after having been community volunteers.

Moon says studies have shown that 63 percent of the people in this country have low self-esteem and women much more so. Consequently, women flock to self-image seminars and read self-help books.

Men probably first tuned in on Moon's sessions at NACo out of curiosity, Bartlit speculates, but remained out of genuine interest and because they found information that was useful. NACo officers were among those in the audience, though there had been grumbling by others associated with NACo that the theme of the women's program wasn't appropriate for the conference.

Why now? Why is the time right for self-improvement sessions to be blossoming at government meetings? Although the human potential movement has been going strong for about 20 years and has become increasingly popular as the world has become more complicated, public institutions are known for lagging behind private industry in innovation. It could be that bureaucrats and elected officials are catching up on a trend that has swept business for several years. "We are coming of age," is the way one participant summed it up.

The popularity of human potential workshops indicates government officials are saying there is more to governing than infrastructure, finance and parks and recreation — more than the nuts and bolts. There is the human side of government, and without learning people skills, it is harder to reach a consensus with others about sewer problems.

D. Michael Stewart, a Salt Lake County commissioner and NACo second vice president, attended two of Moon's seminars and part of the third. He, too, was impressed by the turnout. People are interested in educational workshops that offer "a reprieve," he says — something beyond the normal fare. Besides, he adds, "It's a lot of fun."

On another topic, Associate Editor Tim Darnell did something beyond the normal fare for this month's report on cleaning up America's waterways. To get a first-hand look at one of the nation's worst-case scenarios, Tim spent four days in Boston, interviewing local and statewide legislators, and touring the city's polluted harbor by ferry from Logan International Airport to downtown.

He reports that the water was black — black and murky. He took a lot of pictures and a lot of notes for this issue's wastewater report on how Boston and other cities are solving their sewer problems. But a personal observation left a lingering impression. Said Tim: "I saw a lot of gunk in that water." □

—Janette Mitchell

UDAG Elimination Costly

By Kim Beury

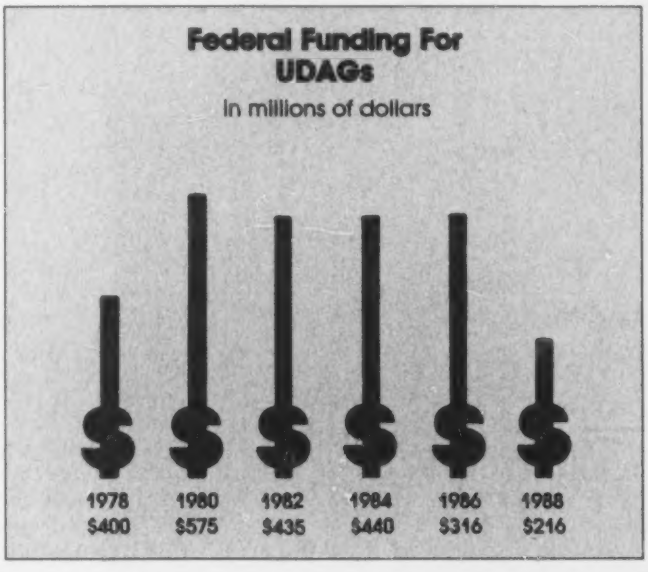
"The perversity of federal policy was on display again . . . when both the House and Senate voted to slaughter a goose that has proven itself capable of laying golden eggs, namely the Urban Development Action Grant (UDAG) program," says Alan Beals, executive director of the National League of Cities (NLC).

Recent congressional actions have increased fiscal year 1988 funding for the National Aeronautics and Space Administration (NASA) at the expense of UDAGs, which will be zeroed out.

Capitol Hill insiders consider House Resolution 4800, which eliminated the program, to be the year's most contested spending bill. It allocated funds for the U.S. Department of Housing and Urban Development, the National Science Foundation, NASA and 14 other federal agencies, thereby causing programs aimed at giving the nation a technological edge to compete against those aimed at helping the poor.

"It's sad and it's bad. We oppose any policy which puts programs up against one another," says Eugene Lowe, assistant executive director of the U.S. Conference of Mayors.

"Most local jurisdictions around the country are hard pressed to have any kind of viable economic development plan, and for Congress to opt for space technology over local economic revitalization presents a horrendous problem," says NLC Legislative Council Marvin McGraw. "Only three programs have existed that give local governments a wide degree of flexibility in determining local economic development goals — General Revenue Sharing, UDAGs, and Community Development Block Grants (CDBGs)."



"All in all, the impact is just another loss of monies for local areas added on to all the other losses that we have taken over the last eight years," says Lowe.

For eight years the Reagan administration pushed for the end of UDAGs. But the recent decision is not so much a victory for the administration as it is a consequence of last year's budget summit agreement, which forced appropriators into a corner to make choices between domestic programs.

Some members of Congress such as Rep. Charles Schumer of New York fought unsuccessfully for an amendment that would have saved UDAGs. "It's time we made a statement of our priorities. We all support a strong space program. However, let us first ensure that our needs on this planet are met," says Schumer.

Schumer's amendment, which called for shifting $400 million from NASA to UDAG, the U.S. Environmental Protection Agency, and programs for the homeless, was rejected 166-256. Both houses of Congress sent a bill with no UDAG money to conference committee.

The UDAG program, created under the Carter administration in 1978, has assisted in redeveloping depressed urban areas by supplementing private projects with federal aid. Supporters of UDAG praise the program for creating jobs and stimulating private investment in areas unattractive to developers.

Critics of the program contend UDAGs are "just there to help out people build big skyscrapers," used as a subsidy for rich developers rather than for urban renewal, says Bill Toohey of Baltimore's Department of Housing and Community Development.

Baltimore has received the most UDAG awards in the history of the program. Through the program, Baltimore has leveraged $484 million in private investment, generated $8 million in new property taxes annually, and created more than 8,000 new jobs.

Because the UDAG program has been successful in using relatively small sums of federal money to leverage much larger sums of private sector investment, many observers are perplexed by its elimination. "What astonishes us about the cut in UDAGs is that it's such a highly leveraged program," says NLC President Pamela Plumb. "You get for the public dollar a tremendous return in private leveraging. The federal government actually gets in return more than it is spending through the payroll taxes and so on that get paid from the new industries that develop."

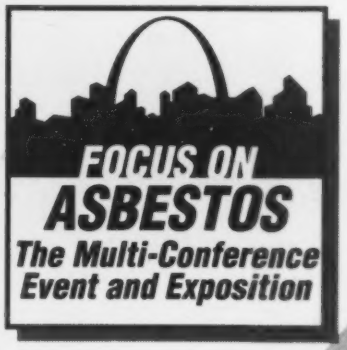
Andis Udris, director of economic development for Cleveland, which has received more than $192 million in UDAG grants since the program's inception, contends the program's leveraging benefits alone should have saved it. "It's essentially generating more federal dollars than it's using.

"Eliminating UDAG is the dumbest thing Congress has ever done. It's the only urban development program that's ever worked," he says, adding that residential neighborhoods, where most of Cleveland's UDAG dollars were used, will inherit the greatest consequences of UDAG's demise.

In what some consider to be a feeble attempt at consolidation, CDBGs received a $120 million increase for FY 1989. "Everything that can be done by UDAGs can in fact be accomplished with CDBGs," said Rep. Bill Green of New York during House negotiations.

National Association of Counties legislative representative for housing, Haron Battle, does not foresee dramatic danger ahead for the CDBG program, which nevertheless has sustained funding cuts over the years. Battle says although the elimination of UDAGs is disappointing, their elimination is better than cutbacks of CDBGs, "because they are more flexible than UDAGs." □

Kim Beury is the Washington correspondent for **American City & County.**



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its Congress of Cities meeting in Boston in December. Some of its provisions include revising the federal banking, insurance and tax policies to bring them into line with the new housing policies, redirecting federal funds into rental and home-ownership programs to ease the housing burdens on local governments, and revising regulations that prevent the elderly from living with others in their age group. Other provisions are a greater push to develop favorable tax policies for low-income housing, stronger enforcement of anti-discrimination laws, and more funds for emergency shelters and support services for the homeless.

Study Shows Mayor Powers Vary

In the American political structure, most elected officials have authority equal to that of their peers. However, the formal powers of mayors differ significantly according to the recent Baseline Data Report, "Elected Executives: Authority and Responsibility."

The report analyzes the results of two surveys conducted by the International City Management Association that include sections on the role of the mayor and extent of authority. The analysis covers the role of the mayor relative to council membership, veto power, voting authority, form of government and type of election system. Observations are drawn from cross-tabulations that delve into several levels of distinctions in the extent of mayoral authority.

The traditional concept of "separation of powers" is uncommon in many cities. In fact, 75 percent of mayors with veto power also have some form of voting authority on city councils. Even in mayor-council jurisdictions, more than 80 percent permit the mayor to vote on council measures. In 64.9 percent of the municipalities, the mayor is a member of the council. Use of the at-large election system has declined among all forms of government.

Voters Surveyed On Child Care

Under the joint sponsorship of the American Federation of State, County and Municipal Employees (AFSCME) and the Children's Defense Fund, a national telephone survey among a representative sample of 901 voters was conducted to measure voter attitudes toward child care. Highlighted was the Act For Better Child Care Services (ABC) now being debated in Congress.

A majority of Americans think child care is an urgent need today, and express strong support for governmental initiatives to assure parents of the avail-

ability of affordable, quality services.

The creation of federal health and safety standards for child care services is as important as affordability for most Americans. Seventy-five percent of voters believe the federal government should establish minimal standards of health and safety for child care facilities, rather than leave such standards to individual states.

The ABC measure garners strong support, with 60 percent of voters polled in favor of ABC, and 32 percent opposed. ABC obtains support from the South, Northeast, Central and Western regions as well as from working mothers, young parents and voters not raising young children. ABC is supported by all age groups, voters of all incomes and by a majority of Democrats and Independents and a near majority of Republican voters.

Most voters believe ABC should benefit middle-income working families as well as those with low incomes. The desire to make child care assistance available to both middle- and low-income families is shared by voters in the highest socioeconomic category as well as those with low incomes themselves.

Health and safety standards, freedom of choice, training and consumer information are among the most attractive aspects of the act. Voters strongly support ABC's provision for establishing minimal federal standards for health, safety and quality. They are attracted by the plan's flexibility to give parents the freedom to choose from a variety of approved child care options, including schools, churches, homes and centers. On-the-job training and worker recruitment aspects of the bill received strong support, and assistance to consumers to help locate suitable child care services is a desirable aspect.

Voters favored a proposal now in Congress guaranteeing parents of both genders employed by companies with

SURVEY SPOTLIGHT

Are there enough child care services in America?

Yes	No	Not Sure
21%	63%	16%

How easy is finding child care that is affordable and of good quality?

Easy	Difficult
17%	74%

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more than 35 workers up to 10 weeks unpaid parental leave. Voters also believe worker health insurance benefits should not be interrupted when parents obtain unpaid parental leave from their employers.

Jails Selected In Design Competition

The Woodford County Jail in Versailles, Ky., has been selected by the American Institute of Architects and the American Correctional Association for inclusion in the 1988 Exhibition of Architecture for Justice.

The structure, designed by The Voinovich Companies, Cleveland, is a one-story, full-service adult and juvenile detention facility with police headquarters. Its design is in keeping with the surrounding residential and recreational urban setting.

The Williamson County Jail in Franklin, Tenn., designed by the same firm in association with Waterfield Goodwin Associates Architects, has incorporated into the structure a juvenile facility. The jail and the juvenile areas share common support services, but by design they function as separate entities, meeting state standards.

Computerized Center Reduces Waste Problems

A major effort to increase proper waste utilization in the United States has resulted in the creation of The Hazardous and Solid Waste Resource Facility (HSWRF). The pilot facility is the result of years of research and design work.

Making it possible for industry participants and the government to immediately obtain the information they need, HSWRF eliminates the problem of not enough pertinent information. The data stored in the facility, including photographs and videotape, are accessible by phone, computer, and facsimile to those with compatible low-cost microcomputers.

Serving as an educational center and open forum, the facility will enable government, the private sector and educators to work more closely in solving waste-related problems. People with successful waste utilization or resource recovery methods can share their experience and knowledge with others. Consequently, better methods can be implemented more quickly throughout the nation.

In spite of vast amounts of money spent in the United States on waste problems and having some of the most advanced technologies, the nation has a lower rate of waste recycling than other developed nations.

New Jersey Protects Wetlands

New Jersey's Freshwater Wetlands Protection Act gives authority to regulate development in freshwater wetlands to the New Jersey Department of Environmental Protection (NJDEP) and preempts direct municipal and county regulation of wetlands activities.

The statute's objective is to preserve the water purification flood protection and habitat of freshwater wetlands. The new law directs NJDEP to secure delegation of present U.S. Army Corps of Engineers wetlands and non-navigable waters permit jurisdiction. In addition, the statute establishes regulated buffers surrounding freshwater wetlands.

The statute also prohibits fill activities, excavation, dredging, pilings, and destruction of plant life within freshwater wetlands. New Jersey's wetlands law, in contrast to federal regulations, classifies wetlands by environmental value — exceptional wetlands, ordinary wetlands and intermediate wetlands.

Under federal regulations and under the wetlands law, a permit applicant must demonstrate that the project's purposes could not be accomplished with lesser wetlands disturbance. To meet this test, the applicant must demonstrate that the project could not be redesigned or reduced in scale, thereby avoiding or minimizing wetlands encroachment. In addition, the applicant must demonstrate an alternative site for the proposed development could not be obtained.

If NJDEP is satisfied, the applicant must compensate for wetland loss by creating new wetlands or enhancing the environment of existing wetlands.

Penalties for violating New Jersey's wetlands law are dictated by federal regulations. Fines of up to $25,000 per day may be imposed for a willful or negligent first violation. In addition, NJDEP may record a deed restriction prohibiting transfer of property until a violation is corrected.

To provide guidance and to avoid unintentional violations, the statute allows a potential developer to apply for a letter of interpretation establishing the wetlands boundary and the extent of any surrounding transition area.

Under New Jersey's Municipal Land Use Law, local planning boards and boards of adjustment may not withhold subdivision and site plan approvals pending receipt of development permits from other governmental agencies, but such approvals may be conditioned upon proof that the necessary permits have been issued.

The law's intent is to establish a comprehensive and consistent system for review of applications for all wetlands development proposals within New Jersey and to solicit the expertise and concerns of local governmental agencies. □

This article was written by Lloyd H. Tubman, an associate with Pitney, Hardin, Kipp & Szuch, Morristown, N.J. He is a member of NJDEP's Wetlands Advisory Committee.

NORTHEAST

Child Support Hotline Established in Philadelphia

The Philadelphia Court of Common Pleas recently implemented a "Philadelphia Support Line," designed to provide 24-hour child support account information.

The Unisys Voice Information Processing System (VIPS), an automated telephone answering system, was selected to provide immediate, up-to-date information for beneficiaries of welfare and non-welfare support orders.

The system allows clients to access case information using a special identification number, 24 hours a day, seven days a week, with a touch tone telephone. The computer handles 12 calls simultaneously. Case information is updated each night to ensure that clients receive the most current information available, including Family Payment, Arrears, Court Order, Wage or Income Attachment, as well as an on-line help feature.

Philadelphia: While the city celebrates at public events and block parties, behind-the-scenes commercial recycling often reduces litter and trash from the events. Philadelphia Recycling Inc. recycles aluminum cans from at least one community event each weekend. At the largest recent event, the Third Annual Jambalaya Jam, about 4,000 pounds of aluminum cans were recycled. The Philadelphia Recycling Office plans to promote recycling throughout the entire city, to both the community and commercial sectors. Commercial waste is approximately one-half of the total wastestream in Philadelphia. The prob-

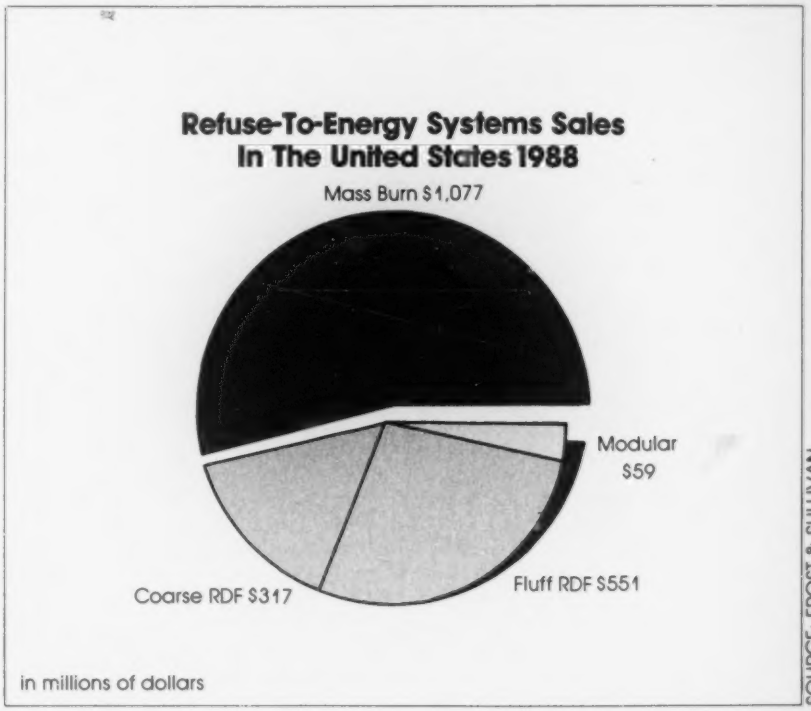
Report Predicts RTE Increase

A report by Frost & Sullivan, New York, indicates the solid waste disposal problem amounts to a crisis in many parts of the United States. As landfills close and open burning is banned in urban areas, the cost of waste disposal has risen sharply.

The report, "Refuse to Energy: Steady Growth for a System Which Meets a Real (Burning) Need," forecasts an increase in installed refuse-to-energy (RTE) plant capacity from 39,100 tons per day (tpd) at the end of 1987 to 294,100 tpd by 2005. U.S. sales of RTE capital equipment and service will total $25.5 billion between 1988 and 2005. At the end of 1987, 70 RTE plants were operating.

The report predicts a combination of factors will make RTE more popular. Alternatives such as incineration and landfills increasingly will be prohibited. Substantial advances in RTE technology will occur. And the cost of energy derived from fossil fuel is expected to rise faster than inflation, making power producers likely to choose RTE as a more economical method of production.

There are various categories of RTE plants, including mass burn boiler systems which burn unprocessed refuse and refuse-derived fuel (RDF) systems, including those using course and fluff fuel and modular systems. Between 1988 and 2005, 148 new mass burn plants are predicted to be built at a cost of $17.2 billion and a capacity of 175,450 tpd. Eighty modular plants with a capacity of 20,750 tpd will be built at a cost of $1.2 billion, while 59 RDF plants with a 58,800 tpd capacity will be built at a cost of $7.2 billion.



Reuter To Build Florida Facilities

Reuter Inc., Hopkins, Minn., has announced the fourth and final approval by cities in southern Florida for construction of a $40 million solid waste refuse recycling and composting facility to be owned and operated by the company.

The facility will be located in Pembroke Pines, Fla., serving that city as well as the nearby municipalities of Hallandale, Dania and Pompano Beach.

The four municipalities have guaranteed delivery of a minimum of residential and commercial solid waste of 153,000 tons per year. The agreement will run for a 20-year period and provides for a guaranteed tip fee. The plant will have an initial capacity of 200,000 tons per year.

Texas Firm Develops Composting System

A volume reduction recycling and composting system has been developed by U.S. Waste Recovery Systems, Fort Worth, Texas, a subsidiary of U.S. Waste Management.

The new system uses a proprietary bacterial enzyme that rapidly transforms ordinary municipal garbage into nutrient rich compost that can be sold and used as a fertilizing agent.

The system, which has been operational in the Sumter County, Fla., landfill for several months, reduces the volume of garbage buried in a landfill, extending its life. The system costs 40 to 60 percent less to install than other treatment methodologies and creates a new revenue stream through the sale of recyclables and compost.

Two Firms Planning New Hampshire Plant

A limited partnership agreement has been executed by KTI Energy, Portland, Maine, and National Ecology, Timonium, Md., to form RD Fuel Company.

Specializing in resource recovery, the new company will locate its first operating facility in Seabrook, N.H. The plant will accept municipal solid waste from coastal New England communities at an initial rate of up to 800 tons per day.

Portland, Maine: KTI Energy, the Maine Energy Recovery Co. and Penobscot Energy Recovery Co. have implemented a recycling plan to encourage Maine communities to separate and recycle non-combustible materials. The project will pay communities to remove and recycle glass bottles and jars, cans and batteries from their waste stream. For each pound recycled, the companies will offer a credit to that municipality's tipping fee and will reduce the community's mininum waste-delivery commitment by the amount recycled.

Johnston, R.I.: The Rhode Island Solid Waste Management Corp. and Odgen Martin Systems, Fairfield, N.J., have signed contracts for the construction and operation of a 750-tpd waste-to-energy facility. The second of three facilities planned for the state, the plant will be located on a 20-acre site adjacent to the Johnston landfill.

Philadelphia: The city has dedicated its first specialized recycling collections vehicle, the Lodal ECO-3030. The vehicle is the first selected for further testing by the Philadelphia Sanitation Division's Labor-Management Committee which oversees equipment selections. □

MUNICIPAL COST INDEXES

The **Municipal Cost Index** rose 0.3 percent from September, to 115.3. The index has increased 5.1 percent over the past year. Both the **Consumer Price Index** and the **Producer Price Index** increased 0.4 percent, to 118.5 and 107.8, respectively. The **Construction Cost Index** remained stable at 118.0.

Fuel commodities registered wide changes, with fuel oil no. 2 dropping 7.1 percent from last month and diesel fuel registering a 7.5 percent drop. Of all fuel commodities, gasoline remained the most constant, experiencing a 2.9 percent rise.

—Compiled by Tim Darnell

THIS MONTH'S MARKETBASKET

	Current Index	Percent Change From: Last Month	Last Year
Air Conditioners	113.2	0.4	3.9
Apparel	112.1	0.3	3.2
Asphalt Roofing	95.9	1.3	5.8
Coal	95.3	0.1	−0.8
Communication Devices	102.8	−1.0	0.1
Concrete Products	110.0	- 0.2	0.5
Construction Machinery	111.9	0.6	2.6
Diesel Fuel	47.2	−7.5	−15.9
Electric Components	117.7	−0.1	2.4
Electric Power	116.4	1.9	1.4
Floor Coverings	114.3	0.6	2.9
Fuel Oil No. 2	46.8	−7.1	−18.2
Foundry Products	110.1	0.5	4.4
Furniture	117.8	0.3	4.4
Gasoline	60.9	2.9	−1.8
Generator Sets	121.5	−0.2	5.6
Glass	109.7	0.5	2.1
Glass Containers	112.2	0	−0.7
Gypsum Products	108.3	−1.8	−12.7
Hardware	113.5	0.5	3.6
Heating Equipment	120.5	1.8	4.3
Industrial Chemicals	108.8	2.7	13.0
I.C. Engines	111.2	0.3	1.5
LP Gas	54.0	−3.2	−6.7
Lumber	131.9	−1.1	3.6
Metal Fabrications	116.1	1.2	10.4
Mixed Fertilizers	104.9	0.1	10.3
Motor Vehicle Parts	107.0	0.1	1.0
Natural Gas	74.5	−2.9	−6.2
Office Machines	107.1	0	3.6
Paint	116.0	2.2	6.3
Paper	123.6	1.1	11.3
Passenger Cars	112.8	0.3	0.4
Plumbing Fixtures	128.9	2.0	7.2
Plywood	105.2	2.8	4.9
Portland Cement	103.8	0.1	1.0
Pumps, Compressors	109.1	0.5	3.7
Residual Fuel	39.2	−10.3	−32.6
Rubber Products	110.7	1.6	10.0
Sand, Gravel	120.4	−0.3	1.6
Sanitary Papers	115.6	0.7	6.3
Soaps, Detergents	114.9	1.0	5.0
Sporting Goods	106.2	0.3	3.8
Steel Mill Products	111.3	0.2	9.8
Switchgear	113.3	−0.3	−2.5
Tires, Tubes	95.3	1.3	4.7
Tools, Dies	110.7	0.5	1.2
Transformers	108.6	1.2	1.8
Trucks	110.9	0.1	−0.6
Valves	113.9	0.6	5.0
Wire, Cable	127.1	2.5	21.6
Wiring Devices	123.7	0.2	3.9

At-A-Glance Changes

MUNICIPAL COST INDEX

Last Year 339.4 | Last Month 115.0 | This Month 115.3

Percent Change From Last: Month **0.3** Year **5.1**

CONSTRUCTION COST INDEX

Last Year 377.8 | Last Month 118.0 | This Month 118.0

Percent Change From Last: Month **0** Year **4.9**

CONSUMER PRICE INDEX (BLS)

Last Year 115.3 | Last Month 118.0 | This Month 118.5

Percent Change From Last: Month **0.4** Year **2.8**

PRODUCER PRICE INDEX (BLS)

Last Year 99.5 | Last Month 107.4 | This Month 107.8

Percent Change From Last: Month **0.4** Year **8.0**

These figures are calculated on a base year of 1982.

QUARTERLY MUNICIPAL TRENDS

	Current Level	Percent Change From: Last Qtr.	Last Year
Receipts	682.4	2.8	8.0
Federal Grants	111.2	10.0	9.8
Durable Purchases	29.3	2.8	11.4
Consumables	45.7	0.4	9.9
Services	430.0	2.1	8.3
Structures	64.8	−0.2	1.1
Salaries, Wages	338.3	2.0	7.9
Surplus	91.7	2.6	10.3
Employment	14.413M	0.9	−18.5